

## Message Text

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71S

ACTION IO-13

INFO OCT-01 EUR-12 ISO-00 SS-15 SAM-01 SP-02 EB-07 INR-07

NSC-05 CIAE-00 COME-00 LAB-04 SIL-01 /068 W

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R 141345Z APR 76

FM AMEMBASSY BELGRADE

TO SECSTATE WASHDC 6272

INFO USMISSION GENEVA

C O N F I D E N T I A L BELGRADE 2457

PASS DEPT OF LABOR FOR USERY, SEGAL AND QUACKENBUSH;  
PASS COMMERCE FOR UNDERSECRETARY

STATE FOR IO ASSISTANT SECRETARY LEWIS

E.O. 11652: GDS

TAGS: ILO AORG

SUBJ: US/ILO RELATIONS

REF: COPENHAGEN 1191

1. SUMMARY. I HAVE ALREADY GIVEN SOME INDICATIONS  
(REFTEL) ON HOW TO HANDLE THE EUROPEANS IN THE APR 21  
CONSULTATIONS IN GENEVA. FOLLOWING ARE MY FURTHER  
THOUGHTS ON HOW THE U.S. SHOULD PROCEED IN THE PERIOD  
BEFORE THE ANNUAL CONFERENCE IN JUNE. END SUMMARY.

2.U.S. APPROACH TO EC 9 AND INDUSTRIALIZED DEMOCRACIES  
IN ILO SHOULD FOCUS ON FOUR PROBLEMS.

A. ELECTIONS. AS I INDICATED IN REFTTEL, EUROPEANS  
WILL PROBABLY GO ALONG WITH US ON ELECTIONS THIS  
YEAR. BLANCHARD RECENTLY TOLD GENEVA LABATT THAT  
BARRING UNFORESEEN CIRCUMSTANCES HE EXPECTED BOTH  
HAASE AND O'LEARY TO BE ELECTED. HOWEVER, PROBLEMANTICAL  
WHETHER WE CAN GET WIDER ACCEPTANCE OF U.S.  
REASONING ON IDEOLOGICAL SIGNIFICANCE OF ELECTIVE  
POSITIONS IN ILO.

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B. STRUCTURE. I BELIEVE WE SHOULD PUSH HARD ON

FRIENDLY CHIEF STATES TO GET THEM TO AGREE TO USE ARTICLE 36 VETO POWER AGAINST STRUCTURAL CHANGE. THIS IS A HARD ISSUE BUT A BASIC TEST OF THE WILLINGNESS OF CANADA, UK, FRANCE AND ITALY TO COOPERATE WITH THE U.S. FRG AND JAPANESE ARE ALREADY WILLING TO USE VETO POWER. AS A FIRST STEP AMBASSADOR DALE MIGHT ASK FRG AND JAPANESE AMBASSADORS IN GENEVA TO APPROACH THE OTHERS. WHETHER OR NOT WILLINGNESS TO USE VETO BY SIX OR MORE OF CHIEF STATES IS CONVEYED TO GROUP OF 77 IS MATTER OF TACTICS AND CAN BE DECIDED LATER; HOWEVER, BASIC POLITICAL DECISION TO USE VETO WOULD INFLUENCE IN REALISTIC WAY COURSE OF FUTURE DISCUSSIONS WITH 77 ON STRUCTURAL CHANGE IN ILO.

C. DUE PROCESS AND DOUBLE STANDARD ISSUES. IN CAPITALS AND IN GENEVA WE SHOULD BE TRADING INFORMATION AND CONSULTING ON STRATEGY WITH OUR ALLIES ON RESOLUTIONS THAT MAY SURFACE AT ANNUAL CONFERENCE AND AT WORLD EMPLOYMENT CONFERENCE (WEC) AND ON POSITIONS THEIR (AND OUR) WORKER AND EMPLOYER REPRESENTATIVES WILL TAKE IN CONFERENCE COMMITTEE ON APPLICATION OF CONVENTIONS AND ON HUMAN RIGHTS ISSUES.

D. WORLD EMPLOYMENT CONFERENCE. BASIC PAPER ON WEC SUGGESTS A SHIFT AWAY FROM TRADITIONAL ILO WORK INTO FIELDS OF INCOME DISTRIBUTION, INVESTMENT AND TRADE. (IN LONG RUN, ISSUES RAISED BY PAPER MAY HAVE EVEN GREATER BEARING ON US PARTICIPATION IN ILO THAN THOSE WE HAVE RAISED SO FAR). SHOULD THIS SHIFT BE REFLECTED IN THE ILO PROGRAM OF WORK, IT WOULD RUN COUNTER TO INTERESTS OF U.S. AND OTHER INDUSTRIALIZED MEMBERS. U.S. SHOULD SEEK AGREEMENT ON UNIFIED APPROACH BY INDUSTRIALIZED DEMOCRACIES TO WEC. THIS EXERCISE MAY ALSO HELP INDIRECTLY TO BRING OUR ALLIES CLOSER TO OUR POSITIONS ON ELECTIONS AND STRUCTURE.

3. THE INDUSTRIALIZED DEMOCRACIES (AND APPARENTLY SOME LDC MEMBERS AS WELL) WOULD LIKE TO SEE A SPECIFIC LIST OF U.S. OBJECTIVES SO THAT THEY CAN BARGAIN WITH US ON THE BOTTOM LINE. ASIDE FROM AN ALLIANCE OF LIKE-MINDED MEMBER COUNTRIES BASED ON DESIRE TO REVERSE TRENDS LAID OUT IN KISSINGER LETTER, I DON'T

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KNOW WHAT THE BOTTOM LINE WILL BE. NO ONE CAN PREDICT WHAT ISSUES MAY COME UP BETWEEN NOW AND NOVEMBER OF 1977. IN OUR APPROACHES TO OUR ALLIES AND POTENTIAL ALLIES WE SHOULD CLEARLY DISCOURAGE THEIR ATTEMPTS TO ADD UP THE BOTTOM LINE.

4. DEPARTMENT SHOULD EXPLAIN TO FIELD POSTS WHAT I HAVE BEEN DOING IN MY CONSULTATIONS WITH THE INDUSTRIALIZED

DEMOCRACIES. THE POSITIONS I HAVE TAKEN ON THE ELECTIONS, STRUCTURE, DOUBLE STANDARD AND DUE PROCESS SHOULD BE LAID OUT IN DETAIL SO THAT U.S. POSITION WILL BE CLEAR IN CAPITALS OF ILO MEMBER COUNTRIES IN TIME TO HAVE IMPACT ON POSITIONS THEY WILL TAKE AT JUNE CONFERENCE. DEPARTMENT WILL HAVE TO TAILOR INSTRUCTIONS TO AREAS AND GROUPINGS IN THIRD WORLD, BUT EMPHASIS SHOULD BE PLACED ON U.S. OPPOSITION TO DOUBLE STANDARD AND TO POLITICIZATION OF ILO AT EXPENSE OF SUBSTANTIVE WORK. IF THESE TRENDS CONTINUE, THERE IS NO POINT IN THE U.S. REMAINING IN ILO. ON THE OTHER HAND WE MUST MAKE IT CLEAR TO THE THIRD WORLD THAT INsofar AS ILO HAS BEEN OPERATING AS NON-POLITICAL SPECIALIZED AGENCY, IT HAS BEEN SERVING THEIR INTERESTS; THAT U.S. SUPPORTS SUBSTANTIVE WORK OF ILO, AND IF ILO PROGRAM EMPHASIZES DEVELOPMENT OF FREE TRADE UNIONS, EMPLOYER ASSOCIATIONS AND COLLECTIVE BARGAINING INSTITUTIONS, U.S. WILL CONTINUE TO SUPPORT ILO. AMBASSADORS AND LABOR OFFICERS SHOULD SOUND OUT THIRD WORLD REACTIONS TO ABOVE. SILBERMAN

NOTE BY OC/T: DISSEMINATION COORDINATED WITH MR. MACK, S/S-O.

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